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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director
Assistance to the Government of Peru
Support for a comprehensive population programme

Proposed UNFPA assistance:	$12 million, of which $8 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $4 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1992
Executing agencies:	Government of Peru United Nations and United Nations agencies and organizations National and international non-governmental agencies (NGOs)
Government coordinating agencies:	National Population Council National Planning Institute Ministry of Foreign Affairs

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92-03487

PERU

Demographic facts

Population Total (000)	
Total	21,550
Males	10,847
Females	10,704
Sex ratio (/100 females)	101.3
Urban	15,132
Rural	6,419
Per cent urban	70.2
Population in year 2000 (000)	26,276
Functional age groups (%)	
Young child: 0-4	13.2
Child: 5-14	24.4
Youth: 15-24	20.6
Elderly: 60+	5.9
65+	3.8
Women: 15-49	24.9
Median age (years)	20.8
Dependency ratios: total	70.7
(/100) Aged 0-14	64.3
Aged 65+	6.5
Agricultural population density (/hectare of arable land)	2.35
Population density (/sq. km.)	17
Average annual change (000)	
Population increase	461
Births	659
Deaths	173
Net migration	-24
Annual population total (% growth)	2.03
Urban	2.76
Rural	0.21
Crude birth rate (/1000)	29.0
Crude death rate (/1000)	7.6
Net migration rate (/1000)	-1.1
Total fertility rate (/woman)	3.57
Gross reproduction rate (/woman)	1.74
Net reproduction rate (/woman)	1.53
Infant mortality rate (/1000)	76
Life expectancy at birth (years)	
Males	62.7
Females	66.5
Both sexes	64.6
GNP per capita (U.S. dollars, 1989)	1,010

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1991. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1990.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $12 million, of which $8 million would be programmed from UNFPA's regular resources, over a five-year period, starting January 1992, to assist the Government of Peru in achieving its population and development objectives. UNFPA would seek to provide the balance of $4 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. This would be the fourth cycle of UNFPA assistance to Peru and would coincide with the programme cycles of the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF).

2. The proposed programme of assistance to Peru would support the Government's National Population Programme for 1991-1995, and is based on the findings and recommendations of a Programme Review and Strategy Development (PRSD) mission, which consulted with government officials and others in May-June 1991, and also on an evaluation and review of past experiences in promoting population activities as part of a year-long effort of close collaboration with the present Government.

3. The proposed programme would contribute to the achievement of the National Population Programme's objectives of reducing the annual population growth rate from 2.1 per cent to 1.9 per cent by 1995, by reducing the total fertility rate (TFR) from 3.7 children per woman to 3.35, thereby creating the conditions for a further reduction to 3.0 by the year 2000. To achieve this, the relatively low contraceptive prevalence rate of 36 per cent would have to increase to 42 per cent in 1995 and to 45 per cent in the year 2000. The programme would also contribute to reducing the present high maternal mortality rate of 300 per 100,000 live births and the infant mortality rate of 80 per 1,000. The proposed UNFPA programme reflects the Government's priority on family planning and emphasizes the role of women's organizations in the achievement of its objectives. It seeks to strengthen the Government's executing capacity at both the central and regional levels in the context of the ongoing process of regionalization, and reflects the leading role given to UNFPA by the Government in coordinating international population assistance to Peru.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Demographic trends. The population of Peru has more than doubled over the last 30 years, growing at an average annual rate of 2.7 per cent, one of the highest in Latin America. The current rate is estimated at about 2.1 per cent per year. Fertility and mortality rates remain high, and there are wide regional differences in demographic indicators. For example, the fertility rate in rural areas is 6.6, compared to the national average of 3.7. Contraceptive prevalence nationwide is estimated at 36 per cent of women of reproductive age. Those below 15 years of age number more than 8 million, or about 37 per cent of the total population. The rate of population growth during the last 20 years has been twice as high as the rate of increase in agricultural production.

6. The rate of urban population growth, in large part the result of internal migration, has had important consequences for the population distribution of the country. The coastal population has grown at the expense of the Sierra (mountain) population, and there has been a tremendous concentration of population in Metropolitan Lima, which now has about 42 per cent of the total urban population.

7. Although fertility has begun to decline, even if it were to continue to decline at the present rate, Peru could still expect an increase of almost 5 million people by the year 2000, of almost 11 million by 2010, and of over 16 million by 2015. Accelerating the decline in fertility, which implies concerted and decisive action to change reproductive behaviour, could substantially reduce these increments. However, if current fertility rates do not change, Peru's population in 2025 will be more than twice as large as its 1990 population of 21.6 million.

8. Economic, social and political factors. During the past decade, and especially during the last five years, Peru has faced an ever-deepening internal crisis that has affected most aspects of Peruvian society and resulted in the deterioration of economic and social conditions. For example, between 1988 and 1990 the country's gross domestic product (GDP) fell by 17.1 per cent, continuing a decade-long trend of negative growth in GDP. The annual inflation rate in 1990 reached 7,650 per cent. Moreover, social services, distressed by the economic crisis and by the effects of short-term stabilization policies, have taken a downward turn as per capita government social expenditures (e.g., education, health, housing and others) declined from $49 in 1981 to $12 in 1990. Such economic and social problems have been compounded by accelerating poverty, high external debt, political instability caused by open hostilities between the Government and insurgent groups, inadequate public administration, and very low government financial capacity, all of which have contributed significantly to labour and social unrest.

9. The deterioration of the economy and the decline in social and health services have had a negative impact on a variety of demographic indicators, particularly maternal and infant mortality, and on the delivery of family planning services, which has been both insufficient and inefficient. As a result, even though 70 per cent of Peruvian women do not want more children, contraceptive prevalence remains relatively low and maternal mortality high (25 per cent of maternal deaths are caused by illegal abortion). There is also a high incidence of unwanted pregnancy among adolescents. A common problem seems to be the lack of information about how and where to obtain family planning services.

10. In spite of these difficulties, there have been some positive developments in recent years. Local community organizations, although faced with enormous obstacles, have taken initiatives to address social problems at the local level. Women's groups have been particularly active in such efforts. Moreover, the present Government, recognizing the limitations inherent in a weak state structure, favours cooperation between the state and the private sector in tackling social problems.

11. Institutional arrangements. In terms of population activities, Peru has extensive institutional arrangements in place. The recently restructured and revitalized National Population Council, which was established in 1980, has once again been placed directly under the Council of Ministers. This will enhance its ability to coordinate inter-sectoral government activities as well as public- and private-sector collaboration. Peru also has a National Population Policy, which was approved in 1985, and a National Population Programme, the most recent of which has been elaborated for the years 1991-1995 under the leadership of the National Population Council. Moreover, population factors, including family planning, have been incorporated into the five-year National Development Plan since 1986. Family planning received further endorsement when the President of Peru declared it a government priority in October 1990.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

12. As of June 1991, total UNFPA assistance to Peru since 1972 amounted to about $16.2 million. Under the first country programme, initially approved for the 1975-1978 period but later extended to 1983, projects with a total expenditure of $9.8 million were implemented. The recommendations from a 1982 Basic Needs Assessment mission formed the basis for a second country programme, which was approved by the Governing Council for the period 1984-1987, with a total UNFPA expenditure of $3.7 million. The third country programme was approved in the amount of $7.5 million, of which $6 million was committed from regular UNFPA resources and $1.5 million from multi-bilateral sources. Total allocations between 1988 and 1991 were approximately $5.4 million, all from UNFPA.

13. Project evaluations and the PRSD exercise have shown that various activities were not sufficiently integrated into a coherent programme and that they have not had a strong impact on the target populations: urban-marginal and rural poor, women and adolescents. This was due mainly to the lack of national resource allocations, insufficient government capacity to formulate and execute projects, and lack of inter-institutional coordination. The projects executed by NGOs produced more positive results than those implemented by the Government.

14. The implementation of the UNFPA programme suffered further from a lack of interaction between the public and private sectors. Collaboration between the Government and private-sector and community organizations was limited, and women's and other grass-roots organizations were not effectively mobilized to participate in programme implementation. Over the last decade, private sector NGOs have been increasingly funded by other sources. While this has enabled them to develop competence in implementing population activities, especially in the areas of family planning and women, population and development, the public sector has faced continuous problems in project formulation and implementation and has not been able to mobilize national human and organizational resources.

15. Although UNFPA funded some smaller and relatively successful NGO activities, the more important activities in family planning and population education were initiated and implemented as isolated sectoral government activities, which produced a low overall impact. Overall programme performance continued to be limited because of previously established execution and implementation arrangements. Nonetheless, a number of positive developments during the past year (see, e.g., paras. 10, 11 and 30) have created more favourable and promising conditions for future programme implementation.

Maternal and child health and family planning

16. UNFPA provided support to the Ministry of Health with the aim of: (a) strengthening the Directorate General of Family Planning, through activities at headquarters and at the departmental units, in its implementation of a comprehensive national family planning programme; (b) establishing a mass communication system to disseminate information on family planning methods and availability of services; and (c) establishing a distribution network within the Ministry of Health to improve the delivery of family planning services. Total UNFPA support amounted to $3.4 million. The immediate objectives of these activities have not been fully achieved. The inter-institutional mechanism designed to coordinate population activities did not function as planned, and the equipment and materials provided were sometimes distributed inefficiently to departmental units or not utilized properly. Other shortcomings included insufficient training and slower-than-planned-for improvements in the quality and availability of family planning services. Such results could be attributed to sometimes weak organizational arrangements both in the implementation and execution of

the MCH/FP activities, high turnover among personnel, lack of sufficient supervision and evaluation of the activities from the central level, and lack of technical advisory services. Other factors that impeded the implementation of the project included the national economic crisis, frequent strikes, and terrorist activities. In addition, various activities were often formulated without the participation of the intended beneficiaries, the community or women's organizations.

17. UNFPA supported the Peruvian Association of Family Lay Workers (ATLF) in promoting and providing natural family planning services and sex education. Information was disseminated to teachers, parents, and adolescents, and training and services were provided to couples. The ATLF managed to reach its goals in spite of difficulties. However, there was a high percentage of discontinuation of use.

Information, education and communication

18. UNFPA supported the Ministry of Education in incorporating population components into school curricula through the elaboration of guidelines for the first and second years of secondary school and the training of teachers. As a result, teacher's guidelines incorporating gender issues have been elaborated, tested and generally found to be of high quality; and training has been provided to teachers in the teacher training institutes in Peru. The national curriculum reform, begun by the Government in 1988, has integrated population education contents into primary curricula through grade 4. At the secondary level, a three-year course in family life and human sexuality was established for grades 7-9, and population components were formally incorporated into the curricula of such subjects as civics, history, geography and natural science, among others.

19. In the informal population education sector, there has been only limited success in developing population education programmes for out-of school youth and adults. This was due to various negative factors, such as insufficient provision of technical assistance, absence of sufficiently strong support from the central government to the regions, high turnover of the staff responsible for population education at the central level, and lack of national and external funds, among others.

20. UNFPA supported awareness-creation activities on population issues among politicians, researchers, professors and government officials by organizing seminars and a forum. Under an MCH/FP project, UNFPA helped develop a mass media effort that included the production of television and radio spots, posters, and brochures, as well as the purchase audiovisual equipment for a central communication unit and for various regional sites. The project had some management problems and did not produce the expected impact.

Data collection and analysis

21. Under the second country programme, UNFPA provided support to training in census methodology and to activities to improve the country's civil registration system. However, the proposed civil registration models have not yet been applied nationwide. UNFPA also extended assistance to the National Institute for Statistics and Information to develop the national capacity to collect and analyse population data.

Population policy formulation and dynamics

22. UNFPA, in collaboration with the United States Agency for International Development (USAID), provided support to develop computer models to incorporate population factors into national and regional development policies. The models were developed by a local NGO, the Andean Institute for the Study of

Population and Development (INANDEP), and training of national and regional government officials in its use were provided in three regions. The results have been good, but follow-up training for government officers in these three regions as well as in other regions is needed to strengthen regional institutional capacity. UNFPA support also helped to strengthen the institutional capacity of the National Population Council for the formulation of the National Population Programme for 1991-1995.

Women, population and development

23. UNFPA financed a workshop organized by the National Population Council to help create a national women's network and provided assistance to elaborate the National Programme for the Promotion of Women (NPPW). A major objective of the working groups of the workshop has been to involve representatives of women's organizations from all regions in the process of developing the National Women's Network and the NPPW. The NPPW encompasses nine programme areas and contains a strategy for integrating women into all aspects of national life. Its aim is to develop multi-sectoral policies that respond to the reality of women's lives and address their needs in relation to both their productive and reproductive roles.

Other external assistance

24. UNFPA was the main donor agency supporting the National Population Programme of 1987-1990. Although other donors also provided assistance to population activities, they mainly supported activities outside the National Population Programme. Besides UNFPA, the main donor in the population field has been USAID, which provided a total of $6.6 million for population activities in 1990. About two-thirds of its funds in the population sector from 1986 to 1989 were concentrated in the private family planning sector. Other multilateral or bilateral donors in Peru that have supported population-related programmes include the Intergovernmental Committee for Migration, the United Nations Children's Fund (UNICEF), the United Nations Development Fund for Women (UNIFEM), Japan and Canada. Private organizations have included the International Planned Parenthood Federation (IPPF), Pathfinder International (formerly The Pathfinder Fund), The Population Council, Save the Children Fund, and CARE. Most of the non-UNFPA population assistance is concentrated in the areas of MCH/FP and IEC.

IV. PROPOSED PROGRAMME 1992-1996

25. The long-range objectives of the proposed programme are to contribute to the achievement of the National Population Programme goals as detailed in paragraph 3 above. Accordingly, the UNFPA country programme would aim to achieve the following immediate objectives: (a) to facilitate the effective implementation of the core components of the National Population Programme; (b) to facilitate the planning, formulation and implementation of the other components of the national programme; and (c) to assist the Government in developing a framework to coordinate international population assistance to Peru.

26. Achieving Peru's population goals will require considerable and increased external support. However, some goals, such as that for contraceptive prevalence, are less ambitious than those set in the Amsterdam Declaration. If the latter were to be achieved in Peru, an even larger increase of external assistance would be necessary. Since the present targets seem low in relation to recent trends in population growth and contraceptive prevalence rates, UNFPA would work closely with the Government in reviewing the progress of the programme with a view to considering the possibility of revising the targets of the National Population Programme.

27. The UNFPA programme strategy would give special importance to: (a) enhancing public-private collaboration and community participation; (b) enhancing the role of women and the participation of women's organizations in the population programme; (c) strengthening the capacity of regional governments to formulate, plan, coordinate and administer population policies and programmes; and (d) improving programme execution through technical advice from specialized agencies and national and international NGOs. The strategy to ensure close collaboration with the private sector is designed to supplement the implementation capacity of the Government.

28. The proposed programme is based on a strong family planning rationale. Peru is politically and managerially ready to promote and expand family planning services, and the performance in this area over the next five years could be decisive in laying the foundation for lasting changes in people's attitudes towards family planning. The programme would therefore emphasize activities that would have a direct impact on demographic behaviour during the programme period. Family planning activities combined with the participation of women's organizations would be part of nearly all programme areas.

29. The proposed UNFPA country programme takes into account the Government's request that UNFPA help develop a framework to coordinate other assistance to Peru in the implementation of its National Population Programme. The programme would, furthermore, seek to introduce population components, especially family planning, into other ongoing social programmes funded by donor countries, United Nations agencies and others. It is expected that other donors would provide support through multi-bilateral arrangements in such areas as basic data collection, family planning, women, and the environment.

30. As noted by the PRSD mission, the implementation of population activities would be facilitated by the following factors: (a) the emphasis on the decentralization of population policies and the integration of these policies into the development plans of each region; (b) the increased attention being given to collaboration between public and private entities, which will enable the Government to take advantage of the private sector's infrastructure and proven experience in executing population activities; (c) the clearer definition of target groups: low-income groups in rural and urban-marginal areas, with special attention to women and adolescents; (d) the formulation of quantitative targets; and (e) the clearer awareness of the need for effective evaluation of programme activities and immediate feedback of the results.

Maternal and child heath and family planning

31. The major component of the UNFPA programme in this sector would be to support the Ministry of Health's MCH/FP activities. Emphasis would be put on family planning activities, with up to 70 per cent of allocations earmarked for such activities in the various sectors of the programme. Most of the MCH/FP support to the Ministry of Health would be channeled to regional government institutions in collaboration with the private sector, giving priority to three regions in particular. If additional funds become available during the programme period, three more regions would either be added to this regional programme approach or would receive support in the form of contraceptive supplies. The selection of the regions would be based on such criteria as proportion and concentration of poor people in urban and rural areas, rate of population growth, and level of maternal and infant mortality. The capacity of the regional government to implement activities and the availability of institutional infrastructure and qualified human resources would also be taken into account.

32. The proposed assistance would seek to improve service delivery, through support to IEC activities, training of health personnel and the improvement of logistics and information systems. The MCH/FP activities

would also address the issue of HIV/AIDS, providing information on preventative measures and promoting the use of condoms, which so far, constitute only an insignificant share (1-2 per cent) of contraceptive use. UNFPA would also promote Safe Motherhood initiatives at the grass-roots level, making use of women's organizations and NGOs to widen the network and other family planning activities.

33. If implemented optimally in six regions, the programme would potentially reach about 60 per cent of the total population. Should additional resources become available, the Fund would provide support to the rest of the country mainly in the form of contraceptives and other supplies to existing health establishments. In some cases, specific subcontracts for NGO implementation are foreseen. UNFPA would also provide a small amount of assistance to the Ministry of Health to enable it to perform its role as a national supervisory, normative and policy-making institution.

34. The proposed programme would also assist the Government in contraceptive supply, distribution and needs assessments. The aim of this activity would be to assist the Government in ascertaining the contraceptive requirements for all family planning activities in Peru, not only for those supported by UNFPA. It is expected that the proposed programme strategy of introducing family planning into other social programmes will require a considerable increase in the contraceptive supply to Peru, including an increase in the UNFPA share, which currently stands at 26 per cent of the total.

35. Contraceptive needs would be determined by a UNFPA-supported contraceptive requirements study for 1992-2000, to be conducted in cooperation with and co-financed by other agencies supporting family planning in Peru. This study would facilitate the planning of contraceptive supply as well as provide a framework to coordinate the efforts of the various donors involved. The study would also form the basis for assisting the Government in distribution and logistics planning. It would further permit the development of a comprehensive policy of supply that could make use of such arrangements as technical cooperation among developing countries (TCDC), among others.

36. In addition to health-sector activities, family planning activities, mainly IEC, would be included in most of the other sectors of the UNFPA programme as well as in the social programmes funded by other agencies, and would be implemented in cooperation with local community groups or organizations. The aim would be to link these activities with provision of services by local health authorities or private family planning institutions. There are good possibilities of expanding family planning through the social programmes being carried out by other United Nations agencies as well as by international NGOs and bilateral donors. Although a long-term objective would be to have these agencies make family planning activities an integral component of their own programmes, a medium-term strategy would be for UNFPA to assist them in achieving this.

37. UNFPA would provide a total amount of $5.5 million for this sector, of which $1.5 million would be sought from other sources, including multi-bilateral sources.

Information, education and communication

38. Specific family planning aspects of IEC would be incorporated into most programme sectors and are thus not proposed as separate activities. These components are expected to have both a short- and medium-term impact on the projected increase in contraceptive prevalence rates. Other types of IEC activities designed for a longer term impact on demographic behaviour would also be included in the programme.

39. UNFPA would continue to support awareness-creation and public information activities aimed at bringing population issues to the attention of parliamentarians, local and regional public officials, political leaders as well as information and communication workers. The main target group would be regional and local opinion makers. Another aim of UNFPA activities in this area would be to improve the capacity for developing networks of information-related NGOs working at the regional level under the supervision of the National Population Council. The activities would be integrated into similar activities of other United Nations agencies or bilateral donors.

40. In order to motivate target groups of the population not reached by the formal education system, UNFPA would promote the implementation of communication components in population activities addressed to adolescents, parents, workers, low-income women and men of reproductive age, migrant workers, couples registering for marriage, and health workers, with special emphasis on those in urban-marginal and rural communities. Assistance in this area would emphasize community and NGO involvement and would focus on developing culture-specific, local activities related to wider community-based social activities.

41. In the formal education system, an immediate task is to support the Ministry of Education in the regionalization of the population education programme. This would require assisting both the Ministry, in completing the elaboration of educational materials and training activities, and the regional governments, in incorporating population education into the formal education system.

42. UNFPA would provide a total amount of $1 million for the IEC sector.

Data collection and analysis

43. A serious problem in Peru is the lack of reliable population statistics. This is due primarily to the drastic demographic changes that have taken place in recent years as a result of a high level of internal migration, which has been accelerated by terrorist activities in certain regions of the country and by the economic crisis. Consequently, development planning today is based on poor population statistics, and social programmes generally lack data to define targets and assess achievements. UNFPA would therefore support census activities, especially the analysis and publishing of census data relevant to population planning. UNFPA would also support demographic surveys needed for sectoral planning. This reflects the Government's continuing strong national financial commitment to data collection in spite of its present financial difficulties. The total cost for 1991 to 1993 would be about $11 million, or $0.50 per inhabitant, of which the Government has committed close to $5 million.

44. UNFPA would provide a total amount of $1.9 million for this sector, of which $1.2 million would be sought from other sources, including multi-bilateral sources.

Population policy formulation

45. The proposed programme would include support to central and regional institutions to formulate and implement population policies at the regional level and to establish regional population councils. UNFPA would support the development of some basic planning tools as well as training in their use in some of the regions, especially those given the highest priority by the Government in the implementation of the National Population Programme. Support would be given to carry out necessary research at the regional level for planning and operational purposes, e.g., on socio-cultural factors affecting demographic behaviour and project strategies. Seminars promoting the use of research results in operational activities would also be supported.

The UNFPA programme would further contribute to training in the area of population and development for professionals who provide various types of technical support for population programmes, especially at the regional level.

46. UNFPA would also support the National Population Council in developing a monitoring and evaluation system for the National Population Programme. This would allow the Government to obtain and process necessary and timely information in order to evaluate the programme impact on the target groups and to make necessary modifications when and as needed.

47. UNFPA would provide a total amount of $500,000 for this sector.

Women, population and development

48. While specific women's concerns would be incorporated in all UNFPA-supported activities, the proposed programme would provide support to consolidate the National Women's Network in order to reinforce the implementation of the National Programme for the Promotion of Women under the National Population Council. One of the aims of the efforts in this area would be to ensure that regional grass-roots women's organizations in the National Women's Network participate in the implementation of the NPPW, in coordination with the National Population Council. It is felt that women's organizations constitute the best resource for achieving social development in Peru and thus can play an important part in the implementation of population programmes in Peru.

49. UNFPA would provide a total amount of $1.55 million for this sector, of which $800,000 would be sought from other sources, including multi-bilateral sources.

Special programmes

50. Multi-sectoral activities. UNFPA would support one or two regional governments, depending on resource availability, in initiating population activities that integrate all aspects of UNFPA's programme on a relatively modest scale as pilot activities. The experience gained from the pilot activities could serve as the basis for initiating other regional projects during the programme period, ideally to be funded by other sources. Special emphasis would be given to enhancing community participation in rural and urban-marginal areas and to improving coordination between public and private sectors as well as among United Nations agencies and other donors. The pilot activities include training for women's groups in managing their natural resource base and providing information on family planning. The pilot activities would promote regional population programme planning and would also contribute to the Government's goal of establishing regional population councils.

51. Population and the environment. The proposed programme would assist the Government in developing plans and activities in the area of population-related environment issues, which, for the first time, are included in the National Population Programme. Environmental considerations would be included in several of the activities in the proposed UNFPA programme. The programme would include support for awareness creation of the interrelationship between population and the environment through seminars for national and regional decision makers. A main activity would be to assist the Government in developing a national strategy for population, environment and conservation. This would be linked to national and regional socio-economic planning. In addition, the Fund would provide support to mobilize local women's

organizations and local communities to undertake some smaller, community-oriented projects aimed at addressing specific local environment and population problems and concerns.

52. UNFPA would provide $1.15 million for this sector, of which $500,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

53. For this programme, $400,000 would be set aside as a reserve to cover any unanticipated needs that may arise during the programme.

Programme coordination

54. UNFPA would continue to support the Government, at its request, in coordinating international assistance in the population area. To do so, UNFPA would maintain close contact with other donors and assist the Government in convening regular meetings of the donor community to identify areas of mutual interest, to promote technical cooperation, and to avoid duplication of effort. An information network linking the donor community and national institutions would be established to maximize circulation of information concerning plans, programmes and donor requirements. The proposed UNFPA programme would provide a framework for such coordination for many of the donors. Dialogue would be continued among the partners of the Joint Consultative Group on Policy (JCGP) in population-related activities. UNFPA would maintain close contact with other United Nations agencies, as well as with the bilateral donors and international development banks. UNFPA would especially endeavour to collaborate with UNICEF in integrating family planning activities into the activities of mothers' clubs.

Programme monitoring, evaluation and management

55. The programme would be managed by the UNFPA field office in collaboration with the National Population Council and the National Planning Institution. All activities of the proposed programme would have built-in monitoring and evaluation mechanisms, and independent evaluations would be part of all larger and innovative projects. The UNFPA field office would closely monitor the implementation of the programme together with the Government. A mid-term programme review is anticipated. Whatever the mode of execution, UNFPA will make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical support teams that will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37.

Financial summary

56. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $12 million over the five-year period 1992-1996, of which $8 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $4 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The table below shows how the programme would accommodate the two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	4,000,000	1,500,000	5,500,000
Information, education and communication	1,000,000	--	1,000,000
Data collection and analysis	700,000	1,200,000	1,900,000
Population policy formulation	500,000	--	500,000
Women, population and development	750,000	800,000	1,550,000
Special programmes	650,000	500,000	1,150,000
Programme reserve	400,000	--	400,000
TOTAL	8,000,000	4,000,000	12,000,000

V. RECOMMENDATION

57. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Peru in the amount of $12 million for the five-year period 1992-1996;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $8 million from UNFPA's regular resources, over the period 1992-1996;

(c) Further authorize the Executive Director to seek to provide the balance of $4 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Peru and with the executing agencies.